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ABSTRACT

A report of the first conference on implementing State early childhood programs, sponsored by the ECS Early Childhood Project, is presented. Speeches provided are: (1) "The States Are Moving in Child Development" by Robert E. McNair; (2) "Our Evolving Social Policy for Children: Fact or Fiction" by Edward Zigler; (3) "State Responsibility and Services for the Young Child" by Wilson Riles; (4) "Setting Program Priorities"--panel discussion; (5) "Effect of Revenue Sharing and Other Federal Legislation on State Early Childhocd Programs" by Stephen Kurzman; (6) "Assessing Needs"--case study; (7) "Legislation"--case study; (8) "Alternative State Structures"--case study; (9) "HEW in the Region"--case study; (10) "Parents and State Policy"--panel discussion; (11) "The Implementation Process: The Florida Experience" by Milton Akers; and (12) "Support for Federal Child Care Programs" by Patricia Schroeder. A list of conference participants concludes the report. (KM)

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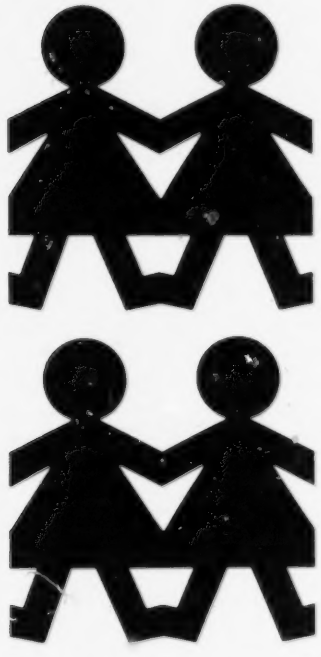
Report of a December 1972 Conference



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A report of

The Education Commission of the States

Report No. 34
Early Childhood Report No. 5

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Early Childhood Programs in the States: Report of a December 1972 Conference

The fifth report of
The Education Commission of the States
Early Childhood Task Force

March 1973

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Editor's Note: Because of taping difficulties, the quality of the reports on panel and case study sessions is uneven. Program Participants would be able to respond directly to requests for further information.

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INTRODUCTION

If the states are to move forward in providing greatly needed services to young children and their families, it is clear that those in the states who are responsible for making decisions and planning programs must work together. There is not time, there are not the resources for endless experimentation, for repetition of mistakes. In spite of the pressures of day-to-day problems, shorthanded staffs and limited budgets, there is a heartening concern among state leaders that they profit from each other's experience, that--working together--they can take progressive strides in improving child care.

Until recently, however, there has been no mechanism, no central source of information transcending individual state boundaries to assist in this endeavor. The Early Childhood Project and Task Force of the Education Commission of the States (ECS) have as a primary objective enhancing information exchange among the states. Much more than disseminating materials, that process is most effective when it brings together people with decision-making responsibilities to analyze the issues which they all face and to evaluate the techniques which they are utilizing.

In recognition of this fact, the ECS Early Childhood Project sponsored the first conference on implementing state early childhood programs, December 7-8, 1972, in Denver, Colorado. More than 200 persons from 37 states attended. Many nationally known experts,

including numerous members of the Early Childhood Task Force and state leaders involved in the everyday problems of program implementation, were conference participants. We are grateful to them all.

This report covers only the highlights of the two-day session. Impossible to describe here but perhaps the most significant outcome of the meeting were the dedication, dialogue and commitment to re-evaluation of objectives and procedures which the conference witnessed and engendered. The Education Commission of the States is determined that that momentum will not terminate with this report.

Calvin L. Rampton
Governor of Utah
Chairman, ECS Early
Childhood Task Force

Robert McNair

THE STATES ARE MOVING IN CHILD DEVELOPMENT

Governor of South Carolina from 1965 to 1971, Robert McNair is an attorney in private practice in Columbia. He has been chairman of the Appalachian Regional Commission, the Education Commission of the States and the Southern Regional Education Board. He is a member of the Early Childhood Task Force of the Education Commission of the States.

This is the first conference of its kind--devoted to the review and expansion of early childhood implementation efforts in the states. Planned to analyze major issues and specific case experiences and then to help states apply that information to their own needs, this conference is a logical and long anticipated outcome of the founding of the Education Commission of the States itself. As one of the founders and then early chairman of the organization, I was convinced that sometime the Commission would justify its existence, to a large extent, by facilitating the actual implementation of programs at the state level. The next two days should be a decisive step in that direction.

My membership on the ECS Early Childhood Task Force over the last two years has confirmed my own convictions about the importance of services for the very young and the almost unlimited

opportunities to improve the administration of ongoing state efforts. For the six years I was governor of South Carolina, I argued with HEW and the Congress that if the state could assume responsibility for administering the Head Start program, we could cut back on duplication of overhead costs and serve 40,000 more youngsters. We didn't get anywhere. Over a year ago when the Congress was considering the Comprehensive Child Care Legislation which the President later vetoed, Governor Rampton and I testified that the federal government could not possibly administer programs directly from Washington to local communities without such overlapping and waste that hundreds of thousands of young children would suffer. The response of several of the more vocal members of the House Select Subcommittee on Education was "But what have the states done in the early childhood field? Do you come to us with clean hands?" Misplaced as I thought their emphasis was, it was difficult to answer--then.

Now the picture is different and still rapidly changing. At least nine states have taken major steps in the direction of improving the administration and coordination of programs for the very young. They are all represented here: California, Florida, Georgia, Idaho, Massachusetts, Utah, Vermont and West Virginia--all have set up some form of an Office of Child Development within the last year. Tennessee, Washington and Wyoming will consider steps within the next several months.

A new sophistication in thinking about early childhood services is evident in the states. We are no longer talking about just kindergarten--or teaching four-year-olds to read (a questionable objective to say the least!). We are concerned with the total human development of youngsters before they enter the formally established school system--and with the influence of their

families in the process of development. When the ECS Early Childhood Task Force first began to talk about services to youngsters at birth--and about programs for expectant mothers--I for one registered disbelief, reaction, concern about dollars. I still wish we had hard proof of the cost benefits of expenditure of public funds on the very young. It would make the decisions a lot easier. In South Carolina, we did have a study done by Moody's Investors Associates and Campus Facilities Associates that linked implementation of a state kindergarten program to the state's total manpower resources and overall drive for economic growth. The report estimated that--in addition to laying the groundwork for long-range economic development--the effect of preschool and kindergarten programs would be to reduce the number of first grade repeaters and result in savings of at least $2.5 million a year.

It's no secret that there is new controversy brewing about the benefits of early schooling. There are well-known experts here to address the various sides of the issue.

But--it seems to me--that the importance of the early years is not in question. Most experts agree that a substantial portion of a child's development takes place during the formative period before he enters first grade. What is at issue is how we can best enhance that process of development--and how we can make the best use of already existing services for young children and their families--to insure that public funds result directly in improved programs instead of in administrative costs.

The information exchange and practical analysis provided by the conference will, we hope, benefit the states and, of course, young children and their families.

Edward Zigler

IS OUR EVOLVING SOCIAL POLICY FOR CHILDREN BASED ON FACT OR FICTION?

Dr. Zigler is a nationally recognized scholar in the field of psychology and child development. He served as the first director of HEW's Office of Child Development from 1970 until his resignation in July 1972. Dr. Zigler joined the faculty at Yale, where he now serves, in 1959 as professor of psychology and assumed the directorship of Yale's child development center in 1961. Prior to his appointment as director of OCD, Dr. Zigler served on the National Steering Committee for Project Head Start, the National Research Council for Project Follow Through and the National Research Advisory Board for the National Association for Retarded Children.

Early childhood education practices have been built upon an everchanging theoretical edifice. We still do not have all of the wisdom necessary to totally understand the very intricate and interesting process of child development. Nevertheless, our children cannot wait for us to discover all there is to know before we launch critical social action programs in their behalf. What we must be careful of is that we launch such programs on the basis of the soundest psychological knowledge and theorizing available to us. Unfortunately, as I examine our current efforts, I come to the conclusion that this is not the case. What troubles me is that we currently appear to be establishing social policy on the basis of a particular set of hypotheses and hunches that were quite popular 10 years ago but, in my estimation, has proven to be inadequate.

The point of view that still seems to underlie most of our

social policy efforts is a position advanced in the early '60s. That point of view I would describe as a naive and overly optimistic environmentalism which emphasized the tremendous plasticity of the very young child. This position was itself a counterthrust to the earlier nonsensical position that viewed heredity and maturation as the end-all of development. Unfortunately, the thinking in this country concerning child development resembles a pendulum. We seem to go too far in one direction and then we go too far in the other direction. In the early '60s workers rejected the Gesellian tradition and the hereditarian emphasis. We turned instead to a position which essentially ignored the wholeness and biological integrity of children and emphasized almost entirely the plasticity of their cognitive systems. Not only was the cognitive system plastic, but this system was all that seemed to matter to us. The whole child--his personality, motivation and so forth--simply did not concern us very much. While I realize the error in concentrating too heavily on the cognitive determinants of a child's behavior, I did find some value in the plasticity position. It was a healthy antidote to the nonsense of earlier decades. Furthermore, it gave rise to an optimistic rather than pessimistic view of the child within which we began seeking and mounting those programs which held some promise for optimizing children's development.

Not only the excesses of the plasticity view but the view in its entirety are now under counterattack. I am convinced that any kind of ideological excess in our theorizing must give way to an ideological excess in the opposite direction, and I think we are beginning to see this happen now. That is to say, it is my view that those who are now arguing that a good preschool program hurts children are being just as nonsensical as those who suggested that, through some combination of cognitive plasticity and critical

periods, a preschool program would solve all the problems of the nonachieving child.

We have all lived through the overoptimism and the overpromises of the naive environmentalism that I am now criticizing. In the past 10 years, we have been absolutely deluged with curricula, programs and gadgetry which, when applied to a child in his early years, could guarantee normal, if not superior, intelligence. We acted as though the biological law of human variability had been repealed. In an early compensatory program in New York, we discovered 10-point IQ changes in children. This was picked up by the newspapers in New York City with a banner headline: "Program Increases Child's IQ One Point Per Month." Everyone was tempted to send their children to such centers for 30 or 40 months' worth. We saw, and unfortunately continue to see, scientists taking their very early hypotheses to the popular press before they have any very convincing scientific evidence. I remember a leading spokesman for the plasticity position who, in a Reader's Digest article, gave advice to parents on "How to Raise Your Child's IQ 20 Points." Headline and book titles went on and on: "Give Your Child a Superior Mind," "Teach Your Child to Read at Two." Heaven only knows why a child would want to read at two anyway. There are so many interesting and important developmental tasks that he should be tackling instead. The whole idea embraced a strong Lockian point of view. The young child was an empty organism; and if we could just plug in this experience and that experience, we could shape him to become a genius.

Looking back at some of our early formulations about programs, including Head Start, (which, by the way, I think is a very successful program), we made some serious errors which did not emanate directly from this point of view but are associated with it. In

these early programs we denigrated poor children by saying that the mind is plastic and that everybody can and should be smart. Some children are not intelligent because they have been deprived. Therefore, if we could just give these children the right experiences, they can be smart too. How did we determine which children needed our help? Did we do this on the basis of their capabilities? No, we simply assumed that if a family had an income of under $3,900 a year, their children were not bright so we should apply this new magic we had discovered. If a family made $4,100 a year, their children were bright and did not need our help.

Programs Based on Erroneous Assumptions

We should never allow ourselves to make this mistake again. We mounted programs on the basis of socioeconomic class, not on the basis of children's psychological characteristics and capacities. We acted as though children were homogeneous in terms of their psychological features. I think that this is an erroneous assumption to make, especially with young children. We must appreciate individual variation at every socioeconomic class level. It is easily demonstrated that children of the poor represent every range within the intellectual dimension. Some are dull, some are average and some are very bright. It is not impossible to find children among the poor with IQs of 200.

What then was the theoretical basis for treating poor children as though they universally suffered from lack of intelligence? The basis was and still is a model that has never been thought through adequately, namely, the deprivation model. We began by saying that the poor suffer from "cultural deprivation," but then it dawned on someone that it is absolutely impossible for a living, human organism to suffer from cultural deprivation. Everyone has a culture. You cannot label someone culturally deprived simply because his culture is not like yours.

So we went to the next step and said that the poor suffer from some kind of sensory deprivation. Although this fit the cognitive theorizing that was going on at the time, we did not engage in what I consider sound reasoning or sound experimental work. We used the loosest form of analogizing and called it theory. What I am alluding to is the repeated reference to the sensory deprivation work done with animals by Hebb, Riesen and others. Briefly, they found that if an animal is raised under sensorially deprived conditions and then put in a learning situation, he does not learn as quickly as an animal raised under natural laboratory conditions. Many quickly assumed that sensory deprivation was the problem with our poor children; thus, we had to develop programs for them to make up for this sensory deprivation. This viewpoint was very widely accepted until we attempted to document the sensory deprivation experienced by ghetto children. When we went into the homes of the poor, we certainly did not encounter sensory deprivation. Instead, we found the television going, windows open with sounds coming in from the street, three or four siblings climbing over each other, and neighbors coming in and out.

This refutation of expection did not slow down those who would like simple answers to complex problems. Some insisted that the problem was "too much sensory input." Buried in such loose explanations is probably a rather sound theoretical construct, namely optimal sensory input. However, much more experimental work would have to be done before such a concept could be advanced as particularly relevant to the problems of children, both poor and rich, who do not intellectually achieve. Arguing that the poor child receives too little or too much sensory input is simply to circumvent the scientific process necessary in order to give the sensory input factor any real explanatory power.

Another great injustice we did to poor children was to insist that their real problem was an intellectual deficiency. What this meant is that they did not do very well on our tests, be it tests of concept formation, language ability, etc. Furthermore, we assumed this test performance to be an inexorable readout of the cognitive system. Since we drew no distinction between a child's performance and his capacity, we concluded that the basic problem of poor children was a cognitive deficiency. I have always felt that the greatest problem confronting poor children in this country is not an intellectual deficit, but a motivational structure produced by their life experiences, which interferes with their ability to perform up to the cognitive level that they are capable of. We must make a clear distinction between a cognitive deficit and a performance deficit. The need for this distinction is becoming more and more obvious. Very recently, workers have found that the great language deficit of black children vanishes pretty quickly if one takes the trouble of getting down on the floor with them with some potato chips and acting like a human being. A year or so ago, Bruner and Cole demonstrated how cultural factors rather than cognitive inadequacy can very seriously attenuate children's performance. My own research has shown that there are probably 10 points of unused IQ in poor children which they simply do not apply in testing situations, or for that matter in school situations, because of a variety of motivational factors which interfere with their performance.

Emphasis on IQ Changes Unrealistic

Nonetheless, the most popular position currently remains the unbridled environmentalism of the '60s. A spokesman for this position continues to report findings of IQ changes of over 40 points in one study and over 70 points in another. He

optimistically views 75 points as the possible variation in an individual's intelligence test scores. Expecting such IQ increases strikes me as being unrealistic; we must therefore examine closely the evidence on which such conclusions are based. They are based on studies of infants which employed not intelligence quotients but developmental quotients. These scores involve a variety of behavioral bench marks observed over the course of development and incorporated in a variety of infant tests. Many of you are familiar with how such scores are obtained. Let us assume that there is a behavioral bench mark that appears in the average child at the age of six months. If the bench mark behavior and others like it appear in a child at six months of age, the child receives a developmental quotient of 100. However, if we intervene in the life of an infant in such a way as to cause the bench mark behavior to appear at three months, the calculation of the developmental quotient will result in a DQ score of 200. In other words, we have raised the quotient by 100 points. But have we really? What does it actually mean that six-month behaviors come in at three months? What is the relationship between this interesting accelerated appearance of certain bench mark behaviors and the intelligence of the child during the school years? What is rarely pointed out is that the relationship between when these bench mark behaviors occur in infancy and later intelligence is essentially zero. The time when the bench mark behavior comes is unimportant as a predictor of later intelligence or an indication that the child's rate of cognitive development has been changed in a meaningful fashion.

But we did go through a period of absolute euphoria about what we could do with young children. There is no question that Head Start was the Sesame Street of 1965. I remember standing

next to President Johnson in the Rose Garden at the White House when he announced that Head Start would be extended from a six- or eight-week program to a one-year program. To paraphrase him, he said, "This summer we had 550,000 children in Head Start, and as a result we will have 550,000 tax-paying citizens. Otherwise we would have had 550,000 more people on welfare." Did we actually believe that in just six or eight weeks we could inoculate a child against the future ravages of deprivation? This is the plasticity position gone mad! How do you blame presidents or governors or any decisionmaker responsible to the people? The job was made to appear so simple by some experts and the outcome so appealing that it just had to become part of our social policy.

The euphoria did not last very long. Soon after the first summer a smattering of reports appeared which took us somewhat aback. In New York, Wolfe reported finding no lasting IQ effects as a result of Head Start. We dismissed the Wolfe report by simply pointing to all of its methodological problems. Yet it is one thing to say this is a bad study and another to say that the opposite is true and there are long-lasting IQ effects. We were prone to do that sort of thing. Scientists are human, and we did want the program to work. But soon we began to get other reports, such as the Westinghouse Report. It, too, had a lot of methodological problems, and I was one of its critics. But, clearly, we were not getting a huge pay-off in terms of intellectual development.

Program Goals Must be Made Explicit

Unfortunately, intellectual development became the goal of Head Start. Although such an objective was never intended, it is easy to see how it came about. We never made clear to the nation what we were trying to do and how we were trying to do it. We let journalists tell us that we were in the business of raising IQ

scores. Let this be a lesson. The goals of a program must be made explicit at the very beginning. If they are not, the program will be evaluated in terms of goals other than its own. This is what happened to Head Start. If Head Start is evaluated on the basis of the explicit goals of the program when it began--the health of children, involvement of parents, putting poor people to work and so on--there is no question that the program was a success. If evaluated in terms of its ability to raise IQ scores, the program was much less than a booming success. It is inappropriate to assess Head Start that way, but it happened.

After our initial disappointment with Head Start, new analyses and interpretations appeared. In 1969, Larry Kohlberg wrote that we were expecting too much of such programs as Head Start. Given the very nature of cognitive development, how much do we really think it can be changed as a result of a one-year intervention? Take Piaget seriously. But Piaget has become a Rorschach in this area; everyone finds in Piaget what they want to. While Kohlberg was quoting Piaget to show that short-term compensatory programs had little effect on cognitive development, Hunt was quoting Piaget to say they would have an effect. As far as I am concerned, Piaget is neutral on this point. Nonetheless, my view is that Kohlberg's analysis is very scholarly and should be seriously considered.

Other analyses appeared. Shep White at Harvard concluded that the cognitive system is not as plastic as we had assumed. The coup de grace was Bereiter's little-read paper which appeared in the Johns Hopkins Symposium. Bereiter presented evidence which led him to the conclusion that it is simply a waste of time to try and promote cognitive development at the preschool level. We might as well wait until the child is in the first grade and apply our effort there. Although some of us may not want to hear that

sort of thing, we should force ourselves to at least look at what the other side is saying. I find in Bereiter's paper data and a design for evaluation that we should take most seriously.

Finally, OCD commissioned a good friend of early childhood education, Urie Bronfenbrenner, to critique all the programs to date in terms of how permanent were the cognitive gains they demonstrated after the first year. Bronfenbrenner's paper, which I assume OCD will have available in the near future, does not present an optimistic picture. He points out a fairly simple thing. It is not as though the intellect is unchangeable or is not plastic, but we must try better and harder than is possible in a one-year program. He concludes that there may be much greater pay-off if we were to work with parents rather than with children inasmuch as parents influence their children for a good number of years. Certainly, the continuous effort of a parent would outdistance anything we could realistically expect through a one-year preschool compensatory program. Bronfenbrenner's analysis is an extremely provocative one and I advise you to read it.

Every Year in Child's Life Is Magic

Another formulation has become so taken for granted that one feels ridiculous in questioning it at this stage. But questioning is in order. The belief is that the first few years of life represent some magic period during which a child can be inoculated against any and all negative experiences to follow. I see this as a questionable formulation, for the simple reason that every stage, every age, every year in the life of a child is magic and important. In my estimation, it is wrong to claim that, in regard to cognitive development, the early years represent a period of special sensitivity to environmental intervention. What has been lost is the fact that development, including cognitive development,

is a continuous process. Such a realization would demand that we be concerned with both the very early years preceding the preschool experience and the many years of childhood that follow it. In the social policy sphere, recognition of this developmental principle would demand that we offer special programs for high risk children at every stage of their development. This would be a large and expensive commitment for society to make. For this reason, we still prefer to think that there is some magic period and some magic gadget to go along with it. Infancy has become the most recent magic period, as evidenced in the huge amount of work being done in this area. Everyone is studying infancy, as though this is where the problem lies. This has become one of the ways that we handled the frustration and disappointment that so many people found in Head Start. The answer became that we did not intervene soon enough, that we must reach children when they are younger. The parent-child centers were started on this kind of reasoning.

A group of experts reinforced our infatuation with infancy. I remember vividly a picture on the cover of Life magazine of an infant looking up into a visual display. Inside, workers at the Harvard-MIT complex had allowed journalists to quote them as though they had discovered in the first year of life the key to cognitive development. One important worker in that group found that if mobiles were placed over a baby's crib, a few responses or bench marks occurred earlier. Mobiles soon became the rage. We thought we could solve the problems of this country and the problems of the child in school, if we could only put a mobile over every child's crib. I cannot overestimate the anxiety that this view created. Thank God the poor do not read all of this nonsense, but unfortunately the middle class does. The middle class in America represents the most anxious, uptight group of

parents to be found anywhere in the world. Some seriously believed they had hurt their children because they had not known about mobiles earlier.

Although it is hard to re-examine what we already have accepted, let's try and start from square one again. The question is simple: Are the first years of life the years where environmental interventions have their greatest impact? We have all grown up with the notion, "As the twig is bent, so grows the tree." We should intervene in the early years because they are the base for everything that comes later. This idea has a certain seductiveness, but where did it come from? It received considerable impetus with one statement which we are all familiar with: "Half the learning of a child is over by the age of four." This statement swept the country. Hearing this, what governor or president or public official responsible for social programs for children would not be highly motivated to do something in those four years before it is too late?

The statement is simple and appealing, so we failed to question it. Yet in actuality, we do not know when all cognitive development is over, so how could we know when half of it is over? I do not know what the statement means that half the child's learning is over by the age of four, but I can see where one line of evidence which produced it comes from. It is based on the intercorrelations between tests given to a child at various times in his life. When a child is tested at age six months, and then again at age 10 or 12 years, the correlation between the scores is virtually zero. But when a child's test scores at age two are correlated with his scores at age eight or 10, the relationship jumps up to about .50. The method of predicting a later set of scores from an earlier set (or the degree that the correlation helps you) is to square the correlation. Squaring the .50 correlation indicates that 25% of the

variance in the later scores is predictable from the early scores. Twenty-five per cent is not very much, so we do not (or should not) take the IQs of two-year-olds very seriously as predictors of later intelligence. However, comparing scores attained at about four years of age with those attained at age eight or 10, the correlation jumps up to about .70. Squaring .70 yields .49, or nearly 50 per cent of the variance predictable from early scores. Thus we can generate the view that half a person's learning is acquired by age four. This conclusion does not follow at all. I can make an equally illogical conclusion from knowing that .70 is also the correlation between the mid-point of two parents' IQ scores and their children's scores at maturity. Applying the same logic used in the earlier statement, I can conclude that half the child's learning is over before the child is born.

Many Early Changes Guaranteed

The confusion here results from the fact that correlations do not take into account the nature of development. One developmental phenomenon is that the growth curve of children--be it for physical size, cognitive development, etc.--is a negatively accelerated growth curve. Growth is very rapid, then slows down and levels off. It is true that a lot of changes occur very rapidly in the first four years of life. But many of these changes are guaranteed to us not because of experience, but because of maturation. We must respect the fact that we are members of the human species. This rapid growth takes place over a broad array of experiences in every society and every culture. Just knowing when there are rapid changes does not mean this is when environmental input will have the biggest effect. We must separate those processes which are under the influence of environmental input from those which are guaranteed through the biological maturation

characteristic of our species. The need for such a maturational-experiential ratio is evident from some of our past mistakes. For example, we spent years figuring out how to make children speak. But from Chomsky and others, we learned there is no way to stop them from speaking! Lenneberg's work on the biology of language supports this very nicely. At the age of two or three, children everywhere in the world burst into language regardless of whether they were raised in the woods of New Guinea or a penthouse in Manhattan. With this kind of constancy across such a wide array of environments, we must realize that language begins as a maturational process. It is one of those rapid changes occurring in the early years, but one which can benefit little from environmental input.

I find us guilty of another oversight. As we debate the preschool education issue, we rely heavily on experimental findings and overlook the fact that there are natural laboratories all over the world. Why have we ignored the following phenomena? In France, children go to school at the age of three. In Norway, they go to school at the age of seven. I am not convinced that Norwegians do not do as well in life as the French. The amount of schooling in the early years does not seem to make that much difference.

We have based our social policy on the belief that a child will never recover if he is deprived the proper environmental influence during his early magic years. One proponent of this view was Jerry Kagan, an outstanding child psychologist, theorist and spokesman for continuity in human development. After spending many months studying children in Guatemala, Dr. Kagan has repudiated his view on the continuity of development which he held most of his professional life. He found children in Guatemala who had

done extremely poorly on tests in infancy and early life because of certain culturally bound experiences. These children later blossomed forth and were perfectly fine cognitive specimens during their middle childhood years. Here we see that there are stages at every level of life, and because a child does poorly at one stage does not necessarily mean he will do poorly at the next. Kagan saw in Guatemala children who had already flunked one stage, but this failure did not have such a negative impact on them. In many ways, this is an optimistic finding which should lead us to reject the notion that if we do not intervene early enough, the child is lost to us.

Preschool Appeal Based on Theorizing

All of this leads me to what I have been building up to. There seems to be a movement afoot in this nation to institute universal preschool education. I believe that this appeal, this desire, this thrust is based upon the theorizing I have been criticizing. It is incumbent on the proponents of this movement to state clearly what the goals of such social policy would be. In the absence of any explicit statement, we can only deduce their intentions. I think the implicit goal is pretty obvious--if we just had the child one year earlier, when there is such great plasticity and sensitivity to environmental inputs, the schools would be helped with their problem of the nonlearner. I think that this kind of a view is unrealistic, especially if we take Christopher Jencks' findings seriously. If the vast variations within our present 12 years of schooling have as little effect as Jencks has reported, how is one more year at the bottom going to help? It is my view that people are wrong to expect preschool education to drastically reduce school failure. Perhaps I am being more of a devil's advocate than I should be, but let me state my case broadly

so it can be countered. I believe that universal preschool education, a year of school for every child before kindergarten, will not make any dent in the real problems of schools.

I want to be clear on this point, because I am not against early childhood education. Preschool education has recently come under attack as being harmful to children; it is my view that this position is as nonsensical as the view that preschool education will make America a heaven on earth. What we are seeing is what I mentioned earlier--when there are excesses in thought, they engender excesses in thought in the opposite direction. I have looked at the evidence on both sides as to what the harm might be in preschool education. Obviously, a child might be harmed if he goes to a bad nursery school. But by the same token, a child who does not go to nursery school might also be harmed by bad experiences. As long as we are dealing with children beyond the age of three, I find no convincing evidence to support the general conclusion that early childhood education is harmful. If this were the case, people who are supposedly knowledgeable about child development--pediatricians, child psychologists, child psychiatrists--would not send their children to nursery school. Yet I am sure that most of them do. We may not believe the theoretical positions we communicate to one another concerning children in the abstract, but we are careful about our own children.

If we start universal preschool education, I think there will be some gains, but not of the sort that taxpayers will expect. The biggest gains will probably be three in number: (1) Mothers will get some respite from the tough task of mothering. This may very well improve the quality of their mothering during the time they spend with their children. (2) Children will get something of a head start in their social interaction skills. However, this

head start should vanish by the time the child is in the third grade, when most children are fairly well socialized. (3) If the preschool programs are good, they will improve the quality of the lives of children in this country. I think that a child in a good nursery school tends to be happy and has interesting experiences. His life is enriched, and that is not a small matter to me. The correct attitude toward preschool, especially with respect to middle-class children, should be very much like the attitude we have toward giving our children music lessons. By that I mean the lives of our children are made fuller and more interesting, but this does not necessarily have much to do with their playing in Carnegie Hall. Many middle-class parents shop around for nursery schools the same way they shop around for colleges, because the school is supposed to be that first step toward a long path to success.

Some Reservations About Preschool

I do have some reservations about preschool education. The first and most important one is the basic question of cost. Preschool programs have a low pupil/teacher ratio and are therefore expensive. If this society had all of the money in the world, a voluntary universal preschool program would be to my liking. It would create one more choice or possibility to offer our children. But unfortunately, we do not have all of the money in the world. The construction of good social policy involves choosing among alternatives and establishing priorities. When I think of all the problems of children in this country and all the problems of the schools, one more year of early education does not seem terribly important. It should not be a high priority.

Planners of universal preschool say it will be voluntary. I can tell you right now what is going to happen in a voluntary

program. More middle-class than lower-class children will be herded into the program, for the simple reason that middle-class parents are tremendously anxious that their children have every benefit. If decisionmakers and superintendents think something is good for children, middle-class parents want their children to have it. Why must we always rediscover the wheel? In my estimation, we have gone the full route in assessing the value of preschool education for middle-class children. There were several studies conducted in the '30s and '40s which few people note any more. The evidence seems clear that middle-class children who attend nursery school show no cognitive superiority over those who do not attend. Even after one year, the only gain found for the nursery school goers was a small acceleration in social skills. This research shows that by the time the child is in the second or third grade, even this little bit of difference disappears.

Another problem with the universal preschool is that plans are to incorporate it into the present educational establishment. Frankly, I am not overly impressed with the track record of our schools. I am not sure that if we allow them to take on the task of early childhood education, that they will do a very good job with it. For one thing, we have a surplus of teachers. I am very concerned that if we give schools the job of teaching four-year-olds, they will employ the surplus third- or sixth-grade teachers. While this might relieve the unemployment crisis, it will not provide the expertise needed in the early childhood field. I am also concerned that the schools may try and get away with simply adding some more of the same. That is, the easiest thing to do is add something at the top or at the bottom without changing the established system or practices. I think that it is necessary in American schools for children to optimize themselves, and that concept involves a much

more radical change in the nature of schools. I am convinced that our schools can do what they are presently charged to do better. Our money would be better spent in changing the character and quality of the first three grades. This change would probably be more effective and, interestingly enough, less costly than preschool education.

Family Is Greatest Influence in Child Development

The change in the nature of schools must be built upon what is clear to all of us--the family, not the school, has the greatest influence on the development of children. Three hours in nursery school or five or six hours in a school day clearly cannot have the impact of home life in determining what the child is to become. Schools must quit ignoring this fact and begin developing systems of true school-family cooperation in the education of children. I propose that such cooperation begin long before a child is of school age. There are a lot of things going on in the first few years of life which our schools should direct themselves to. Why wait for a child to come to school at age five with less of a brain than he should have because of protein deficiency he experienced in utero? We must appreciate that education is a developmental phenomenon. If we really want to help children, we must start with pregnant mothers. What we have learned in Home Start and other experimental programs should be incorporated into a program to help parents in their role as parents. Such a program would involve periodic visits to parents and parents rather than children comint to the school during their children's preschool years. There are many things that we can do in the first five years of life to help the child through his family. The result would be a continuous support system for the child in the home and in the school--a real partnership.

I think that there is a place in America for preschool education, a place that would justify its costs. Tax supported, preschool education should be limited to those children who could clearly profit from such a program. What is required is not a shotgun approach but an individualized approach. Even the rough screening procedures that we now have at our disposal are sufficient for the bulk of the task I have in mind. What happens in this nation that should not be allowed to happen is that many children are lost between the time they leave the hospital as newborns and the time they enter school. If we can develop the parent-school partnership which I have been suggesting, very early in the child's life, children will not be lost. Through home visits and the voiced concerns of parents, we could identify those children who could profit by training or a group experience prior to the normal entry into school. I am thinking here of handicapped children, bilingual children and children whose homes are of such a nature that the child and parents could profit by the child having a preschool nursery experience. Do not let this last category confuse you. I am not speaking here only of the homes of the poor. We have stigmatized the poor too long and have constructed less than optimal children's programs on the fallacious belief that the children of the poor are universally in need of preschool programs, while more affluent children have absolutely no need for them. It is not a parent's income that should determine the value of a preschool experience; it is rather the needs of the child. The handicapped child, the bilingual child and even the child from a disorganized home is not to be found only in one socioeconomic class. By organizing programs around the needs of all children rather than around the incomes of their parents, we will be able to target our efforts more effectively while at the same time being

in a position to produce benefits commensurate with costs.

In conclusion, then, we cannot continue to construct social policy for children's programs on the basis of extremely tentative if not downright questionable psychological theorizing. I think that it is time to analyze closely what the problems of children are, what knowledge we really have, what monies are at our disposal and how the various institutions of our society--families, schools, churches, community centers and organizations and industry--can cooperate in trying to meet the needs of the children in our country in the most effective manner.

Wilson Riles

STATE RESPONSIBILITY AND SERVICES FOR THE YOUNG CHILD

Dr. Riles began his career in education as a teacher in a one-room schoolhouse on an Apache Indian reservation. He went on to become chairman of President Nixon's 59-member Task Force on Urban Education and then was elected in 1971 as California's superintendent of public instruction. In between, he taught and administered in public school systems in Arizona, served in Los Angeles as regional executive secretary of a religious organization and held the positions of associate and deputy superintendent in the California State Department of Education.

Last Monday (December 4, 1972), Governor Reagan signed our early childhood education bill in the amount of $25 million with $40 million for expansion next year. How did we approach this politically? How do we get things done? As state superintendent of public instruction, I view my position as one of implementing programs. We have enough intellectuals and practitioners to debate ideas and do the research. I provide leadership for local districts to get the job done once a policy decision has been made to do it.

California is one of the 20 or so states where the state superintendent is elected. It is a nonpartisan office. In running for office, I listed a number of things that I would try to do if elected.

Among my proposals was early childhood education. I came to that position on the basis of my own experience and reading and

in recognition of the deterioration of the California school system. It seemed to me that if you are going to restructure a system, if you are going to do things to result in better learning for children, you have to begin somewhere. And it seemed logical to begin at the beginning. I was also disturbed about the fact that for many years we have had an upside-down pyramid in support of primary grades. No one questions a ratio of five students to one faculty member at the university research level. But a 40-to-1 ratio seemed acceptable at the first, second and third grade levels. So I felt that without taking away from universities, high schools and colleges, we should broaden the skimpy resource level in the early grades.

My approach was this: to ask 25 of some of the most knowledgeable people in the area in California to form a task force and develop a proposal for early education. I didn't have any money. So I just simply said, come up to Sacramento at your own expense because I need your help. I couldn't have afforded some of the people, but they came--pediatricians, child specialists, parents, teachers, administrators. I said to them: "I don't want you to conduct a study. We have enough studies. I want you to pull together whatever is necessary and within six months I want you to lay a report before me that I can implement." And I said: "Let's presume that there are no programs in California for preschool, first, second, third grades at all. Design a program to assure that by the end of the third grade or by the time a child was eight years old, he would have mastered the basic skills; he would be excited about learning and would not have been turned off by the system."

When they got under way, there were a few who talked about what was wrong; but we said we want to know what we should do. By the time they had finished the report, they were so enthusiastic

they said to me and the State Board of Education, "We are going to sell this program to the people of the state of California. We want you to join us."

My role was to take this to my staff for implementation. I have come to know that, no matter how great the idea, if you don't put as much time into implementing the program, you're not going to make it. Often we in education have talked in platitudes and then have been naive about getting programs implemented. I believe in accountability. Those of us at a leadership level must be accountable for getting things done and not in talking about what should be done.

The task force said that its research showed that we should begin at earlier than four years, at three or two years. I had to say at that point that I just didn't think at this moment in history we can go that far. If we can move back one year, that's something concrete. And that is how we got under way.

The California Program

Let me describe what the program is all about. The main thrust is to restructure, to renew, the primary grades; to open up the system; to bring in all of the techniques that we have observed and that we know work. In California, kindergarten is an option which more than 80 per cent of the people exercise. We want to make preschool programs for four-year-olds optional for everyone. That's what's in the bill, except that we are delaying the implementation of the four-year-old program.

It is very difficult to explain restructuring a program but everyone relates immediately when you talk about four-year-olds. The press picked up Wilson Riles' four-year-old program. They didn't mention the other. Soon after we got under way, people began raising questions. We had a full spectrum. Some felt this

was a scheme by Wilson Riles to set up a program to brainwash children. Some drew the image of educators tearing babes from mothers' breasts. None of that was in the proposal, but we had to respond to it.

There are a few preschool programs for poor people. You have to be on welfare or at the bottom of the economic ladder to qualify. We don't reach a fraction of those in that category. At the other end of the scale, the affluent, the rich, have preschool programs for their youngsters. As a matter of fact, I don't know one affluent person with preschool youngsters who does not have them in private nursery schools. I think it's about time that the family which is neither rich nor poor has some options.

Why didn't we start with the four-year-olds? Someone raised the question: If you are really restructuring K through 3, why put four-year-olds in the system before you have accomplished that? That made sense. We are not talking in California about mowing down what we already have. We are talking about developing something new and exciting. We are going to develop it, and then we'll go back to the legislature for funding of the four-year-old part.

But what does it do? We expect, at the end of the third grade, sufficient command of the basic skills in reading, language and arithmetic so children will succeed in school.

That doesn't mean teaching four-year-olds to read. There ought to be a readiness program for those who aren't ready. And it doesn't mean making a child who is already reading wait until someone else is ready. We are talking about individualizing the program. The program will involve continuous progress of each youngster moving along at his own rate. It would provide for more adults in the classroom to help the teacher insure that the child

gets personalized help when he needs it. Parents, aides, volunteers, older students, grandparents, will become a part of the classroom experience. We are going to lower the adult to pupil ratio from 30-to-1 to 10-to-1.

It would strengthen the family by closer home ties with the school. We don't want to take anyone away from his parents. We want to have parents involved in the learning experiences of their children. Parent education programs will be provided.

No plan will be accepted and no programs funded unless the parents as well as the teachers are involved in the planning of the program. I am not talking about conflict such as that generated in many of the economic opportunity programs. We are talking about working together as a team for the child.

We are going to give school districts freedom and flexibility to create programs specifically designed to meet local needs. If you believe in accountability, you can't prescribe everything. So my approach on this is to say the state requires you to set some goals. We want to know what those goals are. We are going to fight to see that you get resources. We have suggestions for you, but you must plan and execute it, and you must be accountable for the results. I think it is the most revolutionary program in our state.

We didn't ask for enough money to put this under way in every school district. That would have been asking too much. We are phasing this in with 12.5 per cent of the eligible children in each district. It will be funded next year. Then we will phase in another part and another. This gives time then for a local district to pull out its personnel to work in this kind of mode. All teachers cannot manage aides and volunteers.

Principals become the key because they are the managers at the school level. We have over the years just doled out money.

But if the goals are not met in this proposal, we won't give any money for expansion. This is the difference.

Implementing the Proposal

Once we got the proposal ready and determined how much money it would take, I designed my implementation approach. It helped that I was a nonpartisan elected official. I could talk to both sides of the aisle in the state legislature. I sold it to the legislature. I tried to pick people to carry the bill or sponsor it who had a track record. That's the first thing. You have to consider who can get the job done. This may seem elementary to you. I wouldn't be mentioning it except that so often in education it is not done.

Elected officials respond to their constituencies. It may be a beautiful program, but if legislators don't see that they are going to get support, they're not going to get enthusiastic about it. That's where we came in. We did two things. We did not overlook a single educational organization: teachers, administrators, school board associations and so on. We involved them in the planning. Secondly, I called people personally, many of them parents. Educate people, pass the literature out, talk to them so they understand what it is all about--that's how to generate public and legislative support.

Getting it through the legislature is only one step--a major step, but legislation has to be signed. And we have a governor who is not noted for being loose with a dollar. But I personally went to him occasionally and talked to him about it. He understands accountability. He understood that it was a design to get maximum use of the dollar.

I thought it would be signed, but I am never sure. So when I got that call that the bill had been signed, I was relieved.

What other problems do you have to look for? Oddly enough, some preschool and Head Start teachers were threatened by this type of approach. Although they worked for the program, they began to back away, saying, "I'm not sure first grade teachers would know how to do it the way we are doing it." People sometimes have stakes in what is the status quo. They may vocalize on change, but they may be afraid.

This program has done something else. It has signaled to us in California that beating on the schools is over. The citizens defeated proposition No. 14, which would have been a disaster for schools, two-to-one. They came right back in support of a bill, SB 90, that brought over $300 million into the public schools, the most at any one time in the history of the state. And, of course, along with childhood education came another $25 million to $40 million. In our state, at least, I think we have come to a turning point where the people are willing to pay for education if they believe it is going to be good and they are going to get their money's worth. No longer can we in the schools say we don't have money to do what we want. The burden is on our backs. I don't intend to see us fail.

Paraphrasing from John Gardner's "No Easy Victory," the future never looked brighter, nor the problems greater. And anyone who is not challenged by both of those statements is too tired to be of any use to us in the days ahead.

Panel Discussion

SETTING PROGRAM PRIORITIES

MODERATOR: John Niemeyer, President, Bank Street College

Gene Hensley, Director, ECS Handicapped Children's Education Project

There are seven million handicapped children from infancy through 19 years of age. Most programs to date have emphasized the elementary and secondary years, although there is now more interest in preschool programs for the handicapped.

The main issues at this time seem to be legal decisions on the right of handicapped children to education and the financing of education for the handicapped.

Educational programs for the handicapped must, as far as possible, include the principle of "mainstreaming," that is, providing services within the framework of a regular school program.

Raymond Moore, Chief Executive Officer, Hewitt Foundation

There is a significant difference between didactic, traditional pedagogic methods of teaching (preschool education) and child development programs. Dr. Moore's focus has been on preschool education.

The earlier a child goes to school, the less he cares for it; research supports that statement. Research should be used as a basis for policy making. While Bloom's findings are widely quoted, the findings are questionable and do not address the question of attachment to the mother.

It is likely that many state planners and others interested in early childhood education have misunderstood or misestimated the concerns of their constituents. Replies to the Harper's article "The Dangers of Early Schooling" indicate that school administrators overwhelmingly oppose general preschool programs.

Glen Nimnicht, Associate Laboratory Director, Far West Laboratory for Educational Research and Development

In his opening address Dr. Zigler outlined many doubts with which Dr. Nimnicht agrees. Early childhood advocates are in many ways their own worst enemies and practically invited Raymond Moore's article--that is, a popular article to raise serious questions.

Some observations:

1) If we are to design programs for four-year-olds, we should do so for the purpose of providing a nice experience for the child rather than justifying it on the basis of how it helps the child by the time he reaches college age.

2) Day care is an absolute necessity. There is no reason to debate the pros and cons of day care.

3) Early childhood programs must not be a simple extension of the current educational programs one year downward.

4) Accountability must not be based on test results, but, rather, on the school's accountability to its clients, the children and the parents.

5) First priorities are to ensure that no pregnant mother suffers a deficient diet and that no child is undernourished.

Burton White, Pre-School Project
Director, Harvard Graduate School
of Education

Six assumptions underlying Dr. White's approach are:

1) Children are learning from 0-6 years of age.

2) In part, what they learn in the early years, determines how they will do later in life.

3) The schools' role in this has been overemphasized.

4) The parents' role has been underemphasized.

5) Developmental disabilities begin to appear at the end of the child's second year.

6) Schools do not know what is happening to children until they are six years old.

Recommended, as a result:

1) Monitoring by the school of the educational development of young children;

2) Early detection programs to diagnose physical problems in young children;

3) Examining the idea of when to spend money on education--possibly we should be spending our funds on the years from 0 to 6 rather than from 6 to 18.

Stephen Kurzman

EFFECT OF REVENUE SHARING AND OTHER FEDERAL LEGISLATION ON STATE EARLY CHILDHOOD PROGRAMS

As assistant secretary for legislation for the Department of Health, Education and Welfare, Stephen Kurzman is the principal adviser to the Secretary of HEW on legislative matters and the chief liaison between the Department and the Congress. Mr. Kurzman has served as minority counsel to the Senate Committee on Labor and Public Welfare and as legislative assistant and counsel to Senator Jacob Javits of New York. In addition, he has been consultant to the House of Representatives Republican Task Force on Urban Affairs, special counsel to the Urban Coalition Action Council and consultant to the 1970 White House Conference on Chidlren and Youth.

The federal government has made great investments in the early childhood field through such programs as Title IV-A and the Work Incentive Program of the Social Security Act, the migrant seasonal farm workers program under Title III-B of the Economic Opportunity Act and Head Start. A conservative estimate of the total spent for child care and child development is about $1.2 billion. The total would be higher if related programs, such as maternal and child health, were included.

The fundamental question now is what should be the role of the federal government in child care in relation to other sectors: state and local governments and the private sector? HEW has within its jurisdiction many vulnerable populations, such as the aged and disabled, in addition to the very young. The present system

has resulted in a myriad of uncoordinated programs with separate sets of regulations, guidelines and application forms. And each program competes at the state, local and federal levels with all other service providers and vulnerable groups.

The view of the present administration is that this present system does not work. But there is very little that can be done to change the system administratively without changing the laws. Therefore, Congress has been asked for two authorities which are greatly needed. In the first place, special revenue sharing in education is proposed. This bill would give education the same amount of money which would be spent under 33 formal grant programs which would be combined into five large categories. The five areas are: education for the disadvantaged, education for the handicapped, vocational education, impact aid and support services.

Secondly, we are proposing the Allied Services Act which will be aimed to induce states to divide up into service areas with the cooperation of officials of special purpose government at the county and city levels. Specific federal human service programs (perhaps four) would be combined to insure that a person or family with more than one need can get all needs met at the same time. Incentives proposed for inclusion in the bill include authority to waive technical and administrative requirements in order to put different programs together and limited authority to transfer funds to allow some discretion to change the distribution formulas.

Allied Services is aimed toward bringing about integration and consolidation of services at the delivery end. Special revenue sharing is designed to bring about the same sort of consolidation at the federal end. Both have to be done. But even if special revenue sharing were not adopted, there would be great need

for the Allied Services concept.

The next move is in the hands of state and local governments, particularly with this new infusion of general revenue sharing funds. States and localities know best how to distribute these funds in order to meet the many competing needs.

Case Study

ASSESSING NEEDS

Richard Ray, Executive Director,
Learning Institute of North
Carolina

The Learning Institute of North Carolina (LINC) is a catalyst for research for child development. The LINC staff is defining the problems of child development in North Carolina--outside the public education system--in a planning document.

The document is based on two major assumptions: (1) states bear constitutional responsibility for the care of children; (2) if states do not like the philosophy implicit in federal guidelines, they should not take federal money.

The statewide assessment of child care is being conducted with grants from the Z. Smith Reynolds and Mary Reynolds Babcock foundations. The survey will be conducted on a county-by-county approach in the state's 100 counties. The county reports will in most cases be organized along U.S. Census tracts, so statistics from the 1970 U.S. Census can supplement information gathered in interviews. Child care services are divided into four categories: (1) day care centers (six or more children enrolled four hours or more a day), (2) day care homes (two to five children at a nonrelative's home four or more hours a day), (3) nursery schools (children under five

attending less than four hours a day) and (4) kindergartens (five-year-olds attending less than four hours a day).

LINC staff has formed a group called "The Children's 100," made up of representatives of all backgrounds and interests, to act as advocates for children. The group uses the Public Broadcasting System to educate the public.

Howard Schrag, Director, Idaho
Office of Child Development

The Idaho Office of Child Development was brought into existence through an executive order issued by Governor Cecil Andrus in November 1971. The Office itself is a result of commitment from both the HEW Region X Office of Child Development and the Idaho State Interdepartmental Committee on Children and Youth. The need for the office was largely noted when the Interdepartmental Committee attempted to acquire information concerning children (ages 0-6) in the state. A subcommittee of the Interdepartmental Committee ultimately concluded that, although the needs could be somewhat defined, how well they were being met or what services were being provided to meet them were unknown.

As a result of this finding, the major objectives of the Idaho Office of Child Development are to assess the needs of children 0-6 in the state, assess the services being provided, find existing gaps and duplications in programs, make an extensive fiscal evaluation of state and federal program funds and establish state priorities.

With these objectives in mind the IOCD has become involved in five major activities. The first, now completed, is an Agency Service Survey. This survey documents the services now being provided to children ages 0-6 in the state by both public and private

agencies offering early screening and diagnosis, etc. The second major undertaking of the IOCD is a Clientele Survey to evaluate the services both needed and being received by children ages 1-6. A sample of over a thousand children has been drawn at random. Need areas such as housing, economics, safety, developmental skill level, nutrition, child care arrangements and health are the major components of the survey.

The third major survey was conducted in conjunction with the Western Interstate Commission on Higher Education and the University of Washington School of Medicine. The survey concerned itself both with consumer and vendor services in the prenatal, perinatal and postnatal areas. A report of its findings will be issued to WICHE in late December or early January 1973.

The fourth major undertaking is to obtain community input concerning residents' views and evaluation of needs for children as they see them in their community. This is being done under the auspices of a 4-C grant received from the Department of Health, Education and Welfare in Washington, D.C. Speak-outs, the major vehicle for obtaining information, are being held in the major planning areas throughout the state in order to provide adequate input from the various planning regions. In addition, the regions are anticipated to continue the organization of an advocate system for children.

The fifth major undertaking is a review of the literature extending from preconception through six years of age which will form the rationale and basis for further planning and program development of children's services in the state.

While the Office is relatively new, we are now beginning to evaluate the results of the initial Agency Service Survey. We have noted two major concerns. The first is program egocentrism--

that is, each program or each agency delivering various programs tends to view its programs in operation as central to the needs and concerns of the community with all other programs being ancillary or virtually nonexistent. The second finding is that coordination between programs is virtually nonexistent. In the various communities quite frequently one program director does not know what other program directors in the same community are doing.

From the results of this survey we have compiled a Directory of Services for Children and Youth in the state of Idaho.

Major problems encountered in completing the survey included: several agencies could not state their program goals or objectives, few agencies (both public and private) had even minimal data such as head counts and a format for appropriate analysis of the data interfacing it with consumer needs was not available.

Problems encountered during the prenatal, perinatal and postnatal survey included: lack of standards against which to measure quality and quantity of service, inadequate records and summation of medical records and lack of pre-existing knowledge concerning consumer need and utilization.

It is now anticipated that the final report to Governor Andrus should be available in May 1973. It will incorporate results of the three surveys, other existing data, input from the speak-outs and relevant information from the literature review. The completion of the data gathering effort should lead into another phase of operations. The data will supply part of the basis for the development of a battery of social indicators for children in Idaho. Once the indicators have been identified, they will be repeatedly measured to observe trends and provide management information for the allocation of resources. Hence they will become part of the basis for state planning.

Jeannette Watson, Director, Texas
Office of Early Childhood
Development

One objective of the Texas Office of Early Childhood Development for fiscal 1973 is to develop a plan for a statewide comprehensive early childhood development program. The plan will be sensitive to and based upon information and assessment of child and family conditions and needs throughout the state.

Thus a principal function of the Office is to provide leadership in assessing the needs of young children in the state, in developing programs to meet the needs of all young children and in coordinating programs and ancillary services to produce the most effective delivery of services responsive to children and their families' needs. Effective and realistic planning and coordinative efforts are obstructed, however, by currently severe informational deficiencies. There exists no comprehensive information concerning the condition of children throughout the state, the needs of children throughout the state and the extent to which those needs are being met by families, communities, volunteer agencies and organizations or state or federal programs.

The Office will, therefore, in consultation and collaboration with the Council on Early Childhood Development, the State Coordinating Committee on Early Childhood Development and other appropriate entities, develop a program for the delivery of comprehensive and coordinated early childhood development and family services. An instrumental phase in this process will be the planning, development and completion of a statewide needs assessment and information system.

Our strategy includes five steps:

1) With outside and interagency consultation, prepare a preliminary design for a statewide comprehensive

early childhood program;

2) With outside and interagency consultation, prepare a needs assessment design;

3) With outside and interagency consultation and contract assistance, begin implementation of needs assessment;

4) With outside and interagency consultation, complete preparation of information system design; and

5) With outside, interagency and consumer consultation, complete preparation of a statewide comprehensive early childhood development program plan.

We hope that the first assessment results will be available by the fall of 1973.

Case Study

LEGISLATION

Constance Cook, Member, New York State Assembly

Glenn Davis, Program Manager, Early Childhood Education, California Department of Education

David Liederman, Director, Massachusetts Office for Children

Tom Neal, Assistant Director, ECS Early Childhood Project

The purpose of the discussion on state legislation was to provide conference participants with an opportunity to become familiar with the experiences of several states where legislation to establish a state office of child development, or its equivalent, has been considered.

Constance Cook introduced legislation in March 1971 which would have created an office for family and children. Mrs. Cook outlined the difficulties she had faced in working for children's legislation in the New York legislature. Her bill, the forerunner of similar legislation in other states, was not enacted by the Assembly.

Glenn Davis outlined the details of California's legislation

(subsequently enacted) which provides for the restructuring of grades K-3, community involvement in developing plans to restructure the primary grades, the involvement of parents in the formal education of their children, the evaluation of programs and an appropriation of $25 million in additional funds for the program. As introduced, the legislation would have lowered the entry age, on a voluntary basis, to four years of age. A legislative decision on the inclusion of four-year-olds was deferred for two years.

David Liederman was a member of the Massachusetts legislature in 1972 when the bill creating an Office for Children in the Executive Agency of Human Services was enacted. He was appointed by Governor Francis Sargent as the first director of the new office. Liederman explained how the Massachusetts legislature--almost by accident--created an extremely strong Office for Children. Among the major duties of the Office are responsibility for day care, budget review of all children's programs in the state (including welfare), licensing children's centers and making sure that all children's centers have parent councils which will help build a vocal constituency for children.

Following comments on the experiences of specific states in attempting to enact early childhood legislation, Tom Neal outlined the development of suggested legislation for establishing a state office of early childhood development which was drafted by the ECS Early Childhood Task Force. The suggested legislation proposed by the Task Force is patterned on bills which have been considered in several states. He suggested that it is adaptable for use in any state where legislators are seriously concerned about providing an administrative mechanism within the executive branch to plan comprehensive early childhood development programs and to coordinate the delivery of services involved in such programs.

Case Study

ALTERNATIVE STATE STRUCTURES

Delbert Higgins, Coordinator of
Elementary Education, Utah
Board of Education

The Office of Child Development in Utah is in its infancy. Given the proper nurture, guidance and tender loving care, it will develop into a vigorous, healthy and active office.

There are several alternatives for states to establish governance of programs of child development. Governor Calvin Rampton elected to assign the leadership for the establishment of the Office of Child Development to the state board of education. In this arrangement, the state board will become the overall policy body for the Office of Child Development. It is anticipated that a state 4-C Council would become an advisory body to the OCD. Representatives of agencies, institutions, organizations and "consumer" groups--that is, the parents and groups representing parents--would form this advisory body.

The key word in OCD is development. Even though leadership is vested with the state board, education will be only one facet of the total. Other agencies will provide other services as they do now--division of family services, division of health, division of mental health and others--each delivering the service it can best deliver. The heads of these agencies will probably serve

on a policy-coordinating steering committee to recommend policy to the state board of education.

One of the major problems has been understanding what an OCD is and what functions it would perform. Closely related to this problem is that of identifying the groups to be involved in the establishment of an OCD. As an ad hoc committee began meeting under the leadership of Dr. Lerue Winget, deputy superintendent of instruction services, state board of education, it became evident that honest communication and understanding of roles, functions, hopes and aspirations is the key to establishing a working basis on which an OCD is dependent.

Another problem which will require careful planning is getting involvement and input from groups other than official state agencies. Among such groups are the Utah Day Care Association, Utah Professional Family Day Care Association, CAP, Head Start, professional organizations such as Utah Medical Association, Utah Dental Association, P.T.A., churches and the "consumer" groups, or 4-C if you will.

In a September meeting of a large representative group of Utah state agency, Education Commission of the States (Sally Allen), and Region VIII HEW officials, it was determined that these groups should be involved early. It was also agreed that to make sure this involvement would be most effective and worthwhile, something should first be drafted that could be considered. It became evident that many services are already being provided. The initial meeting was to explore some common concerns and to begin to talk and plan together.

Several subsequent meetings have been held in which the agency representatives have established a good working relationship. Several staff members--one from division of family services,

one from division of health, one from division of mental health, one from the state planning coordinator's office and three from education--have been cleared to spend up to one-half time in the development of a comprehensive plan for the establishment of an OCD. Also, a second person from family services has agreed to meet with the group as he can assist. This "staff" is in its second week of planning. Of concern to this staff is early communication with and early involvement of a wider group. February 1, 1973 is the target date for having a proposed OCD plan completed.

Communication with all concerned in early childhood development still looms high as the No. 1 problem. People need to know what is going on and have opportunity for input in order to build understanding and to avoid suspicion. Certainly it will take understanding, support and cooperation of everyone for Utah's Office of Child Development to succeed.

Very close to communication as a major problem is that of resources which are not now in sight. Certainly the encouragement and help of Sally Allen of the Education Commission of the States and of Region VIII HEW personnel have been excellent resources. But back home, financial and human resources must be identified and tapped to continue down the road to full implementation of an Office of Child Development in Utah.

There are several other concerns. We feel that it is important to protect the authority and responsibility of each agency while at the same time a coordination of services is being achieved. Related to this, when cooperation isn't enough, we need to build into the plan a means of working out problems, or in other words, providing the office "clout."

Concurrent with the planning effort must be a needs assessment. We see this as being a three step effort: (1) a quick survey of services available and delivered; (2) an attitudinal survey of parents and patrons about early childhood development; and (3) an ongoing assessment to detect changes as the OCD continues to function.

At the present time it is possible to identify many more problems than solutions. We will continue to work toward solutions.

John Himelrick, Director, West Virginia Interagency Council for Child Development Services

Real progress in providing early education and child development programs for West Virginia's children began in the fall of 1969 with a small (approximately $37,000) planning grant from the Appalachian Regional Commission. This grant was utilized to develop plans for a series of seven Regional Early Childhood Education Demonstration Centers. The Regional Demonstration Center programs had four components: planning and evaluation, learning units, staff development and training and auxiliary services.

These components spoke directly to the needs of a state with no specific planning being done in early education, no existing public supported early education programs to serve as models, a serious lack of certified early education teachers and limited experience in interagency coordination and cooperation in the delivery of services to children. The resultant demonstration programs, some center based and some home based, were for the most part of excellent quality and served well as models for later efforts.

Two Regional Demonstration Centers were funded the following year (1970) by the Appalachian Regional Commission with a grant of $256,000. Based on the successful operation of these centers, legislative funding was secured for the remaining five Regional Demonstration Centers in 1971.

Legislation mandating the provision of programs for all five-year-olds by the school year 1973-74 and permitting the establishment of programs for children below five, was also passed in the 1971 session of the legislature and an appropriation sufficient to provide programs for approximately one-third of the five-year-olds and ($3.5 million) was made available. The regular session of the 1972 legislature provided the second one-third of the necessary funds ($3.5 million) and a special session, called later in the year, appropriated an additional amount ($3.5 million) to complete the program one year ahead of schedule. Continued funding of the Regional Demonstration Centers has also been maintained.

The efforts to establish both the Demonstration Centers and the statewide five-year-old program were joint efforts by the office of the governor and the State Department of Education. It should also be reiterated that both in the initial states, and at significant points throughout, the Appalachian Regional Commission has provided both funds and invaluable technical assistance in accomplishing what has been done.

THE INTERAGENCY COUNCIL

While the early childhood education program just outlined is looked on as primarily the responsibility of the State Department of Education, there has been, by deliberate design, considerable input into the program from other agencies of state government. The auxiliary agency component of the Denonstration Center pro-

gram has been the vehicle for this input. Auxiliary agency has been the term used to refer to other agencies in state government which serve young children. While auxiliary agency seems now to be a condescending term it represented at the time a fair appraisal of the role of those agencies in educational programs for young children. The auxiliary agency concept was the forerunner of the Interagency Council for Child Development Services.

The Interagency Council, created by an executive order signed by Governor Moore on November 1, 1971, is composed of the heads of the agencies in state government which currently have responsibilities for delivery of services to children under five and their parents and the heads of some support agencies. Specifically, the commissioner of welfare, director of mental health, director of health, superintendent of schools, director of employment security, director of office of federal-state relations and the tax commissioner serve on the Interagency Council. The governor serves as chairman.

The executive order which created the Interagency Council cited the need for coordinating the services being provided for the growth and development of children as a prime reason for establishing the council. At the same time, there was no desire to divest the existing agencies of the functions they were performing and assign those functions to a new agency. The most desirable path appeared to be that of establishing a structure which would enable the agencies best suited to deliver a particular service to continue to perform that funciton but to perform it in concert with other agencies delivering similar or complementary service to the same population. Such a path seemed to offer the advantages of coordinated services, elimination of duplicate services and supply of services where none existed, with-

out the problems attendant upon the creation of a totally new agency.

The duties of the Interagency Council include the following:

1) Development of a comprehensive state plan for child development.

2) Definition and allocation of the functions of each of the agencies composing the Council.

3) Determination of priority needs in the area of child development and submission of recommendations to appropriate sources of funding.

4) Provision of overall direction, coordination and supervision of child development services.

5) Evaluation of the effectiveness of child development programs.

6) Preparation of legislative recommendations in the area of child development.

It is obvious that the Interagency Council has broad powers. As is the case with any new approach to organization, much in the way of implementation remains to be done. However, a good start has been made and a brief description of the steps taken to date follows.

CURRENT STATUS

A comprehensive state plan for child development services has been written, submitted to the Appalachian Regional Commission for approval and funds have been made available to initiate the program.

The approach to program operation has been on a regional basis as opposed to a county-based program. Many of the counties (school districts) in West Virginia are small and in terms of resources and population, will not support the staff and services necessary to the child development program. Thus, programs have been established on a regional basis under regional boards which are made up of equal representation for agencies serving children.

In effect these regional boards are microcosms of the Interagency Council.

During this initial year of operation a major part of the program is focused on a region in the central part of the state, (Region IV). A comprehensive program, designed to meet the health, social service, mental health and educational needs of the children under five in this region, is being implemented. Because of inadequate funds it was not possible to offer this complete program throughout the state but segments of the program are being implemented in other regions.

The initial funds for the program were made available through a $2.1 million grant from the Appalachian Regional Commission. This money has been matched by an additional $3.2 million from Title IV-A, Social Security Act funds. Slightly over $100,000 in state funds have been supplied by the agencies. The total available funds amount to approximately $5.4 million.

Howard Schrag, Director, Idaho Office of Child Development

The idea for the Idaho Office of Child Development was originally generated by a special subcommittee of the Interdepartmental Committee on Children and Youth for the state of Idaho.

The subcommittee was developed by the Interdepartmental Committee to investigate the needs, services and status of child development in Idaho with special emphasis on children 0-6 years of age. After deliberating for some time and attempting to find as much existing data as it could, the subcommittee returned the report to the Inderdepartmental Committee indicating that although they could define conceptually the needs of children in Idaho, there existed little information to indicate how well they were being

met and what agencies might be providing relevant services. It was their recommendation to the Interdepartmental Committee that an Office of Child Development be established for the purpose of more specifically defining the needs of children, assessing these needs, surveying agencies providing services to children - noting especially gaps and overlaps in service, reviewing resources available for program development, devising a state plan for child development and establishing state priorities.

In order to pursue these objectives the Idaho Office of Child Development, approximately $76,000 was allocated for utilization. ate the study and report its findings. Governor Cecil D. Andrus requested that all agencies cooperate with the newly established office and that they provide in-kind contributions where possible. In order to complete the above charge given to the Office of Child Development approximately $76,000 was allocated for utilization. This money provided for a director, two central staff members, a secretary and three regional research field personnel.

Major accomplishments at this point include completion of two surveys, one which cataloged all agencies, public and private, within the state vending services to children and youth. From this survey information was extracted and organized into a Directory of Services for Children and Youth in Idaho. A second survey has also been completed by the IOCD. It constituted a prenatal, perinatal and postnatal survey conducted by medical students in cooperation with the Western Interstate Commission on Higher Education. Part of the results of this survey are now before the Interdepartmental Committee for their discussion and input into the planning and reorganizational phases.

The advantages of the Idaho type of organizations are as follows:

- The clout, rights and privileges of being in the governor's office.

- Access to relevant information in other state agencies.

- The necessary interdepartmental support for reorganization and coordination of children's services.

Disadvantages:

- Political change could render the process and office ineffective.

- Previous political commitments not in line with present research findings may lead to conflict.

- Certain needs may exist which are politically unpalatable.

Case Study

HEW in the Region

MODERATOR: Rulon Garfield, Regional Director, HEW Region VIII

Ricardo Hernandez, Management Intern, HEW Region IX

William McLaughlin, Regional Commissioner, HEW/USOE Region X

Margaret Sanstad, HEW/OCD Region X

Scott Tuxhorn, Deputy Regional Director, HEW Region VI

Panel members summarized programs providing child care and family development services funded by HEW in their regions and noted priority concerns of their respective regional offices. Audience questions focused on methods of obtaining federal support for state programs and on concerns of minority, particularly American Indian, groups.

Panel Discussion

PARENTS AND STATE POLICY

Calvin L. Rampton, Governor of Utah

Parent participation is difficult to achieve; parent participatory groups such as PTA have been ineffective in recent years. Utah has set up a model program to provide comprehensive social services in one area because of the expectation that Allied Services would be passed. This program puts the delivery system directly under the control of local officials, as opposed to federal or state personnel.

Judith Assmus, Washington Research Project Action Council

Parent participation in early childhood projects is essential for continuity in the program, but problems arise as you try to define their role.

At what level do you have citizen committees--in individual projects, at program operating level or at the administering level where the fundamental decisions about budget, staffing and program

design are made? What will the authority of such committees be--advisory or in the essential decision-making processes? How much control will parents have on these committees--a majority, 50 per cent, one-third? And who will the other members of the committee be? Which parents will serve on the committees and how will they be selected--appointed by public officials or program operators or democratically selected by the parents whose children are involved?

Some obstacles to parent involvement can be eliminated fairly easily:

--by scheduling meetings at times and places for parents' convenience;

--by paying the costs of participation, not just obvious expenses like transportation, but baby-sitting fees or reimbursement for loss of a day's wages if necessary;

--by providing training and staff assistance to parent committees and by assuring their access to all of the information necessary to understand the programs for which they share responsibility.

The other obstacles are more difficult to overcome--the elimination of suspicions and hostilities which stand in the way of a meaningful relationship between program administrators and parents.

There is a very real distrust of the states' willingness to allow participation and control. It does little good to argue whether or not that distrust is legitimate--the fact is that it exists and it will remain until such time as the states themselves can demonstrate that it has no basis.

Howard Bray, formerly Deputy Director of the Appalachian Regional Commission

Early childhood advocates must focus on the issues where

there is agreement such as the need for nutrition and health services. In the areas of disagreement, we need cost-benefit studies to demonstrate the value of what the professionals wish to do. Presently, the outlook for revenue sharing funds for early childhood programs looks dismal.

Constance Cook, Member, New York State Assembly

The question of the role of parents in influencing and perhaps shaping state policy is a complicated one. We have approached it in the New York Legislature by making some provision for parent participation in the decentralization of school districts in the city of New York. The Fleischmann Commission recently recommended the establishment of formal parent councils and sharing in the selection of school principals. We have not yet come up with an adequate legislative or administrative solution. I am convinced that there should be mechanisms to enable parents to participate in the development of the programs and policies which affect their children and which supplement or perhaps alter the role of the family in child development. At the same time, of course, procedures cannot become so cumbersome that critical decisions are unduly delayed or never made.

Leonard Mestas, Colorado Migrant Council

If barriers to participation are broken down, parents do become involved. Schools have a tendency to shut the parents out, thinking they have all the answers and that children and parents have nothing to say worth hearing. The Colorado Migrant Council is going good work, but the state ignores it.

Milton Akers

THE IMPLEMENTATION PROCESS: FLORIDA'S EXPERIENCE

Dr. Akers was executive director of the National Association for the Education of Young Children before he became director of Florida's newly established Office of Early Childhood Development in September 1972. He has served as executive director of the Newark, New Jersey, Preschool Council, Inc. and director of the Walden School in New York City. He is a member of the ECS Early Childhood Task Force.

This is a report on the first three chapters of ten in the volume to be entitled "The Florida Story." I have completed three months of a ten-month contract to design the implementation of the Early Childhood and Family Development Act of 1972 in Florida.

I carry the title, Director of the Office of Early Childhood Development, and am executing the functions of that office. At the same time I'm under a contract to define alternative methods by which that office ought to function. I'm living the role at the same time I'm trying to define what that role should be. Although the Act deals with early childhood and family development, the office is called the Office of Early Childhood Development. Children from age three through eight are covered, transcending the barrier that exists between this thing we call "preschool" and "real school." To me that is one of the most promising aspects of the bill. I asked Senator Robert Graham, one of the fathers of the bill, why they had not moved to conception?

His response was that the Legislature wouldn't buy it. But concern with family development enables us to work at that level. I happen not to be one of those who believes that outsiders stimulate and manipulate infants. I think, rather, we work with infants and toddlers by working with their parents--so I'm completely comfortable with that.

The stated intent of the bill intrigues me. Section 2 of the bill reads:

> "The Legislature finds and declares that the early childhood years are crucial to the mental, physical and emotional development of children, and that the experiences of the early childhood years are highly significant with respect to later development including educational and vocational success. The Legislature further recognizes the primary role and responsibility of the family for the development of children and the importance of strengthening the family members' ability to foster the development of young children. It shall be the policy of the state to cooperate with private groups and governmental agencies to encourage and assist families in the provision of an environment for young children suitable to their full development."

The Act directs that the office formulate comprehensive plans for early childhood and family development. I'm interpreting this as a commitment by the Legislature and the Governor representing the people of Florida, to design that program which will help give Florida's kids the best start in life it is within our knowledge and our capabilities to provide. The law also recognizes that within the many federal and state programs, there is much overlapping and much duplication of effort; confusion, frustration and reduction of benefits have resulted. The law also highlights the point that we "fail to give adequate attention to the role of family members in the development of young children."

Initial Reservations

The bill is quite comprehensive; it's visionary. My political science friends tell me it is masterfully written.

For example, although the Office is within the Office of the Governor by legislative fiat, the director is to prepare an annual report to the President of the Senate, Speaker of the House and the chairman of each of the appropriate committees in the Legislature. So, although housed in the Governor's Office, one still has legal access to the law makers. The Senate passed the bill 32 ayes, 2 nayes. The House, 75 ayes, 36 nayes. Didn't do so well there. But two-to-one is still not bad. The Governor signed it. It looked pretty great to an outsider.

So one September morning a bright-eyed, enthusiastic, mature innocent appeared on the scene. Most of my time the first week-and-a-half were spent meeting the key people, the top brass. Almost everyone I met would immediately say, "You know, I was not in favor of that bill." The kinder ones would say, "I had a lot of questions about that bill." The head of one of the major departments said to me one time, "If you stick your nose into kindergarten and primary grades, you'll be getting in my hair."

I've learned that even the Governor had questions about the bill and was not overly enthusiastic in signing it. The problem, I discovered, was primarily inspired by one word. The Act provides that the office will promote, plan, coordinate and administer all Early Childhood programs. That word "administer," I think, caused the greatest resistance, opposition and fear. Fortunately I happen to share that resistance. The last thing in the world we need in Florida or any place else in fact, is another bureaucratic stratum for the people to fight with. I have never liked creating new positions that cream off money from services to kids.

I am immensely impressed by the competence of the agency people I have met. They're functioning well, but many are func-

tioning in isolation. There is overlap, there is duplication. What seems to be needed, and many people agree, is more effective coordination of efforts and fuller cooperation between and among agencies and institutions. In my contract, I'm charged with recommending alternative structures. I feel obligated to include one structural design which will put all of the programs under one big umbrella to meet the letter of the law. My heart won't be in it and once I suggest it, I'll proceed to tear it apart.

Ombudsman Role

In my judgment at the moment, it appears that the best role would be that of ombudsman--an enabling, facilitating role situated directly in the governor's office. The question is: without money, without power, without administrative support does the office have enough clout? I don't know. So long as one remains closely identified with the governor, maybe that's all the power one needs. In such a role, if you have too much power you become a threat to the very people you're trying to get to work together. One must not become, you see, a competitor. To date, at least, being in the governor's office has really been a door opener. I'm not normally a name dropper, but sometimes I very casually say this is Milt Akers in Governor Askew's office, and it is fascinating how quickly one gets through. If we were located in Social Services or in the Department of Education, that kind of door opening access would, I'm afraid, be lost. However, the Governor does not like operational programs on his own staff. So I think we will have to avoid creating an operational, functioning office and emphasize the ombudsman role.

In my thinking about the plan to be prepared, I am completely omitting anything about administration. The bill specifically charges me with processing all the applications, federal and state,

and evaluating all programs for children. Someday I should sit down and talk with legal counsel. I don't know what may happen when one tries to implement a law and completely ignores part of it. That's their problem, not mine. My contract asks me to define alternative organizational structures, a comprehensive program for serving children and families with particular emphasis on early diagnosis and a program for that, to make funding recommendations and recommendations for research and evaluation.

All this with seven months left. It is exciting and challenging to me because, although my background is in education, I am more convinced than ever before that you cannot separate learning from health, from family. When we start looking at what happens to kids and families we simply must stop isolating these efforts. For many years, all across the country, I have been saying that we will help kids "make it" only if we find better ways of working together. Now my bluff has been called. On the other hand, look at it this way: how many of you ever had a chance, in your whole lifetime, to draft a dream? That is really what we're doing. Wide open; the sky's the limit. At times I feel a bit like a five-year old; it's scary but fun!

If we are going to facilitate cooperation, obviously we must know the component services, the people involved and what they're doing. I have spent most of my time these first three months meeting people in Tallahassee, the capital, and then moving around the state. I went in not knowing where Broward County was or even how to spell Ocala. I'm getting a geography lesson at the same time I'm learning a few other things. To me, it's important that you know what people feel about how they're doing, what they think they're doing well, where they feel inadequate or where they feel that they need more help, what kind of projects are on the drawing

boards--in order to tie all this together. I am still reading, traveling, looking and listening. One question has haunted me from the beginning. In a brief period of 10 months, how do you involve enough people, with enough depth of commitment, so that the plan that emerges becomes "our plan" and not the "Akers' plan."

In an academic sense, I could go back tomorrow and write out a fairly good plan, but it would gather dust on the Governor's desk because it would be the "Akers' plan." How does one then draw in enough state agency people and people from the private and public sector, so that he will not be missed when he walks out at the end of June? How does one so motivate and involve enough other people that they pick up the ball and run with it?

Priorities and Moral Issues

Quite arbitrarily, I've selected the basic components of a desirable program that I'm starting with. My report to the Governor will include the alternative organizational structures I've mentioned. There must be a statement of need, an assessment of existing and needed services. It's going to have to be a very cursory one, based on certain demographic data that is available. I am finding the analyses of the 1970 census quite helpful. Too, there are a few local surveys that are helpful. But they don't tell what the needs are nearly well enough to define a real statewide program. There is a chance that we may get a little money to start a more comprehensive needs assessment. If not, I will try to recommend a means of assessing the specific needs of Florida's children, the kinds of services needed and numbers to be served. I am certain now that there will be a plan for the provision of day care services, both center and home-based, for children of low-income working mothers. Incidentally, the bill

makes no distinction about disadvantaged kids, minority groups or others. It's for all of Florida's children. That's one of the things I like about it. Obviously, there have to be certain priorities. We will also include a plan for partially subsidized day care for low-middle income workers, the group that is really suffering not only in Florida, but all over the nation. I don't know that there is research telling us to do that. But we're faced with the fact that there are lots of mothers who are working and need day care. I don't think we can wait for any specific research; we simply must face the facts that almost overwhelm us right now.

I am amazed at the moral issues that we are coming up against. We will, of course, be hit with questions about the morality of taking children away from their mothers. We must deal with that, but it is not a question to be answered in terms of morality. The facts happen to be that many mothers are forced to work and so must give up their children to someone else's care. By providing day care and studying what happens to children and families, maybe we can give some substance to the debate about the moral issue. One of the research topics I'll recommend is that we try to find out what it does to a 3 or 4 year old child to spend most of his waking hours in a group situation. No matter how loving and competent the teacher may be, I have a hunch that it does something to a child to be just one of a group. We desperately need longitudinal research to find out.

Our final plan will include programs for working with parents and potential parents aimed at making them more effective in their parenting and teaching roles. Again, the morality question--communistic? Are we going to indoctrinate parents? Obviously, they could be indoctrinated, if the specific content and values

in the program were prescribed nationally or even at the state level. Real participation of parents at the local level in determining value content can help to prevent this. We will recommend that there be a course, mandatory for every eighth or ninth grade girl and boy, in human development with major emphasis on child development and parenting. It must include a great deal of time for field work directly with kids; one learns about kids by being with and interacting with kids, not simply reading books.

We're talking about undertaking the delivery of that kind of a program statewide. So the delivery system becomes of great importance. How can such a program be delivered so that there will be options? In any delivery system we establish, we must be certain that parents have options from which to choose--or perhaps, totally reject.

We will work on a proposal for training all early childhood personnel. We will try to develop a viable plan for early identification of high risk children, those with special problems, including provision for periodic check-ups and follow-up remedial treatment where appropriate. Special programs will be suggested for handicapped/exceptional children and their families. I shudder when I hear some speak about group programs for these children. Our programs ought to be for the families of such infants and toddlers. There will probably come a time when some need special, isolated programs. But even then, we need to concentrate on helping the family to accept the nature of the handicapped without guilt: What should their expectations be for a handicapped child? Do they underexpect? Overexpect? We may not have a lot of hard research about early identification, but knowing what we know from good research in language development,

how can we possibly avoid putting a hearing aid on a child the moment we detect that he has hearing problems?

Research and common sense and the facts that confront us give me the motivation and courage to go on. One runs into the moral issue of invasion of privacy in early screening. In the medicaid screening in Florida, we've identified, for example, a number of couples who carry sickle cell anemia traits. What do you do with that information? Do you say to those couples: No more children! Does anybody have a right to say to them--no more children? Do we burden them if we let them know? I'm also worried about the danger of labels. Physicians are able to pronounce a patient cured. We in education are not. If a little guy gets a black mark on his personal record, heaven help him.

We are working on a plan for expectant mothers which will include the actual delivery of a proper diet. But how do you locate them early enough? Once they are identified, how does one make certain that they have the proper diet? By concentrated pills? By a frozen or an "airline" kind of dinner? We know enough about the importance of diet and its effect on the development of the brain and nervous system during specific months of pregnancy that we simply must start to do something about it.

There will be recommendations for dealing with migrant families and their children. Designing vans to follow kids is not coming to grips with the real problems of the migrant family. Maybe we should extend our efforts to giving stability -- a home base--to these people. I'd like to have a go at that. We have one experimental project in Florida where the mothers work for Coca-Cola and they have become a stable community. During the season the fathers go off to work elsewhere. It sounds very middle class, doesn't it? We middle class fathers fly away and

leave our kids with a stable home base. I hate to impose this middle class practice on migrants, but perhaps that might be a bit better than their present rootless lives.

There will be a design for continuity in the child's experience, whatever stage he's in: day care, nursery school, church school, Head Start, the rough kindergarten and into the primary grades. We will work toward a real partnership between home and school. In spite of many efforts toward parent involvement, the creation of parent advisory groups and including parents on decision-making boards, we are far from a real feeling of partnership. To me, the problem is not that parents don't care or want to work with us. Too often, I'm afraid, they are stiff-armed by school administrators; they really aren't welcomed or wanted. We educators must take the initiative in reaching out a hand to bring parents in to share in significant policy decision making. For some of us that's very frightening and won't be easy.

There will be recommendations about staff ratios in children's programs. I'm pretty sure we will be recommending an aide in every kindergarten, first and second grade. We will be concerned with records. Is it possible to do a statewide uniform record that follows the child from birth right on up? Because there are no such records that follow migrant children, some of these children are given shots and reshot and then reshot. Maybe some of them have been shot too much. I am going to try to encourage some experimental efforts in inter-age grouping, individualized instruction and the evaluation of individual children and total programs.

Generally these will be the component elements of the plan I will submit. Priorities will be recommended by me, by an advisory committee and we hope from public forums we will hold.

Recommendations for phasing-in various elements of the plan will be included. Funding alternatives will be suggested. It's a lot to do in ten months.

We're cosponsoring, with a couple of institutes at the University of Florida, a second statewide early childhood conference. This conference was planned by a steering committee which included 27 people--representatives of over 20 agencies and associations around the state; pediatricians, parents, Head Start personnel, PTA, social workers, elementary principals and so on. We sent out 2,500 invitations. In the conference we will ask people to define the issues and the problems around 18 interest areas.

Right now I am in the process of selecting an advisory group for which the law provides. We're setting up 11 regional drive-in meetings, one in each of the HRS regions, to talk about this plan. After these meetings, the advisory committee will refine our thinking and then we'll go back for a second round of regional meetings. In the time given this seems about as far as we can go in getting the involvement of all the people. After that's done, we'll write a report.

I have been asked a number of specific questions. Is there adequate funding in the bill? The bill is funded to the tune of $43,177. That barely pays my salary, my secretary's and a little left over for travel. Our staff numbers two, a beautifully competent and overworked secretary and myself. We really could use more help. Do we want money to fund programs? Definitely not. If we were a funding agency and had to make choices among programs, we would make enemies at the same time. If one is a funding agency, he becomes a competitor with some of the very groups he is trying to get to work together. I see our goals accomplished if our office plays an enabling, facilitating role, perhaps in

guiding available funds to appropriate agencies.

I am ashamed to tell you that we are one of four or five states in the country that don't have statewide licensing standards. I don't know if this is a responsibility of my office, but I've been gaily approaching senators and representatives saying, "you're working on legislation for standards, let's get together." The time seems right for bipartisan sponsored legislation, if we achieve such cooperation among the lawmakers.

What about my being on a temporary contract? I am really quite comfortable. There are distinct advantages. First of all, I am totally objective. I owe allegiance to no agency, no institutions, nobody except the children in Florida. They and their families are my real concerns. I can maintain that stance if I am independent, with a temporary contract. Clearly I am not building an empire for myself as somebody suggested when I came in. I am going to leave June 30. If the office is permanently staffed as an ombudsman role, this appears to be the most constructive, least threatening of all the approaches. I have one concern, however. So much depends upon the personal commitment and objectivity of whoever fills the job. But that is a fact of life among politicians, administrators and supervisors of any kind.

The Florida "story" will be written up. I am working with a bright young political scientist at the University of Florida who is an expert in the politics of education. Together we're going to write up this first process of planning. Volume 2 of the Florida story depends upon the response of the governor, his priorities and commitment and the commitment of the legislature. Volume 2 will be done by the new director who will plug in the plan selected, implement the needs assessment, design the delivery

system and prepare legislation for presentation to the April session of the 1974 Legislature.

Volume 2 will determine the subtitle of the Florida story. Will it be "The Florida Story: A Pleasant Dream" or will it be "The Florida Story: A Commitment to Young Children"? With an inspiring, courageous governor who cares about people and who is politically ambitious, along with a visionary and agressive legislature, I have a hunch that Florida will become a model for other states, maybe even for the nation, in demonstrating a commitment to giving kids the best start in life we know how.

Patricia Schroeder

SUPPORT FOR FEDERAL CHILD CARE PROGRAMS

Mrs. Schroeder is a member of the U.S. House of Representatives. She represents Denver in the U.S. Congress, having been elected to that post in 1972. Mrs. Schroeder graduated from the University of Minnesota and from Harvard Law School. Prior to her election to Congress she practiced law in Denver, served as a hearing officer with the Colorado Department of Personnel and was a law instructor at Regis College and the University of Colorado.

I pledge to work harder for children's legislation because it has been so neglected. Congress has not displayed any real concern for very young children.

To be successful in obtaining funding for children's programs, I would argue, supporters must get together and play the game tough. Many of us who are concerned about children are considered to be idealistic. We haven't learned to play the game for children.

Look at the success of the nation's military-industrial complex in getting funding. Look at the way our tax dollars go. Are we really a child oriented society? No. If we were, that's where we would be spending our money.

Jule Sugarman, now New York City Human Resources Administrator, has a good idea. Let's have a Children's Trust Fund, like the Highway Trust Fund. If we were to put $.75 per child per week into such a fund, we would have a substantial, reliable funding resource for children's programs.

It is time to define what is needed for children in order to obtain support for children's legislation. We have a special burden. We have a special message to get across. I am prepared to work with the Education Commission of the States and others for this purpose.

It's time we bring what we say about children and what we do for children together.

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